
Report to Planning Committee

Date of Meeting: 1st October 2020

Subject: Pre-determination Hearing for Planning Application ref: 18/00283/PPP - Mixed Use Development Comprising Residential, Employment, Commercial and Community Uses, Sports Hall, Sports Pitches And Running Track, Including Associated Landscaping And Supporting Infrastructure On Agricultural Land And Playing Fields on Land South Of Dollar, Clackmannanshire

Report by: Grant Baxter, Principal Planner

1.0 Purpose

- 1.1 Pre-determination hearings (PDH) to allow the views of applicants and those who have made representations to be heard before a planning decision is taken. The opportunity to attend pre-determination hearings must be provided in respect of applications for planning permission and planning permission in principle for major developments which are significantly contrary to the development plan, and for all national development, however, the planning authority may decide to hold a hearing for any development, such as where an applications has attracted public interest or objections.
- 1.2 This Pre-determination hearing is held in respect of the above noted planning application. It should be noted that the hearing is not statutorily required due to the application being for a major development that is significantly contrary to the development plan, but is being held on a discretionary basis due to the application being for a major development that has attracted significant public interest and objections and is one of two major planning applications for the expansion of Dollar that are being considered together.

2.0 The Application

- 2.1 The application is for Planning Permission in Principle (PPP) for the development described above. The application site covers 22.30Ha to the south of Dollar, and is split into three distinct parcels;
- Dollarfield West (land west of Devon Road which adjoining Lower Mains);
 - Dollarfield East (land east of Devon Road, which lies between the Devon Way and Dollarfield Farm); and

- Newfield (land to the south of Strathdevon Primary School).
- 2.2 **Dollarfield West** is agricultural land extending to 8Ha, and adjoins Lower Mains along its western edge and Devon Road to the east. The planning application proposes housing on this site.
- 2.3 **Dollarfield East** extends to 10.3Ha and is also agricultural land, but includes an area of unused ground in its northwest corner. The site extends southwards as far as the grounds of Dollarfield Farm steading and abuts Dollar Burn along its eastern side. The planning application originally proposed new pitches and sports facilities for Dollar Academy (pitches, sports hall, parking and running track) on the southern portion of this site and community/commercial/parking and housing on the northern portion. The arrangement of elements of the sports facilities have subsequently been revised and proposals for the northern portion have been revised from community/commercial/parking and housing to solely housing.
- 2.4 **Newfield** extends to 4.0Ha and is owned by Dollar Academy and laid out as sports pitches. It adjoins Dollar Burn to the west, Strathdevon Primary School to the north and Lover's Loan to the south and east. The extent of housing on this area of the site has subsequently been revised to include parkland in the northern part of the site, abutting Strathdevon Primary School.
- 2.4 The proposals indicate that up to 300 houses are planned in the development.
- 2.5 As a Major development, the application was subject to a pre-application consultation process in the local community, and this is summarised in a Pre-application consultation (PAC) report that accompanies the application. The application is also accompanied by an Indicative Masterplan, Design and Access Statement and a number of professional reports covering matters such as drainage, flood risk, ecology, archaeology, ground conditions and transport.
- 2.6 The application was also the subject of an Environmental Impact (EIA) Screening Opinion by the Council which concluded that an EIA was not required, but that the application would require to be accompanied by a number of detailed reports and assessments, which as noted above, have been provided.

3.0 **Background to the Site**

- 3.1 Much of the site is included in Proposals H47 of the Clackmannanshire Local Development Plan, adopted 2015 – “Dollar Settlement Expansion – 33.66Ha (350 units) *“ settlement expansion to the south and east of Dollar to provide a mix of residential, community facilities, leisure and recreation provision and employment opportunities”*. This allocation extends round the southern and eastern sides of Dollar. This application site boundary generally encompasses the southern portion of the LDP allocation, and also includes additional land south of the settlement boundary, and identified as Green Belt in the LDP.
- 3.2 In May 2014 Dollar Community Council produced a Community Masterplan, in response to the allocation of land for expansion of the village in the Local Development Plan. This document sets out the Community Council's vision of

how the town should grow over the next 20 years. The document does not form part of the Local Development Plan or Supplementary Guidance.

4.0 Amendments to the Proposal

4.1 Since the original submission, a number of elements of the proposed development have been amended and these are summarised below:

- The indicative layout of sports facilities proposed in Dollarfield East has been revised in response to remove some built elements from the Green Belt.
- The proposed scale and layout of housing development on Newfield has been reduced and an area of parkland is now proposed along the northern part of the site, adjoining Strathdevon Primary School.
- The northern part of Dollarfield East has been revised from community/commercial/parking and housing to solely housing.
- An additional at grade road crossing of the Devon Way, linking Dollarfield East with Newfield was introduced to consider potential alternative means of access to that part of the site, however, the masterplan has been subsequently revised again to remove this proposal.

5.0 Consultations

5.1 Regional Archaeologist:

- Agree with archaeological assessment and recommends a planning condition requiring a programme of archaeological works in advance of construction commencing.

5.2 Dollar Community Council:

- Sympathetic to need for new housing in Dollar provided this brings community benefit.
- The proposed Dollar Academy sports facilities will only bring benefit if the community have reasonable access to them.
- The development proposes 300 houses, and cumulatively would result in 500 houses including the Harviestoun application, whereas the LDP proposes a total of 360 houses. The developments collectively are over-development of Dollar
- More open space is required to serve Dollarfield West, where development density is higher than the existing settlement.
- There is no urban park proposed.
- Character of the development is not in keeping with Dollar and would not protect or enhance trees/woodland/landscape/townscape.
- Concern about level of active travel proposals connecting to existing settlement.

- Concern about how existing junctions e.g. at Devon Road/Bridge Street and at Ramshorn will cope with additional traffic.
- Concern about vehicle access proposals, in particular in relation to development on Newfield. A road should be built to serve Newfield from Devon Road with a new bridge carrying the Devon Way over this and paid for by the developer.
- Consideration should be given to a road linking both developments together.
- Proposals for traffic crossing the Devon Way at grade are not acceptable and risk safety of pedestrians and cyclists using the route.
- The proposals are unsustainable and over-development.
- Concern about amended proposals replacing community provision with more housing at Devon Road (Dollarfield East).
- New urban park at Newfield shown in revised proposals is too small.
- Proposals show loss of The Hive to accommodate school expansion.
- Detailed concerns about flood risk and SEPA's response and methodology used, particularly in light of recent events.

5.3 Dollar Community Development Trust:

- Support the need for new housing in the community but not at this scale.
- Concern that the settlement infrastructure could be overwhelmed and community cohesion affected by scale of development.
- Concern that required expansion of Strathdevon Primary will result in the loss of The Hive as a community asset.
- Concern at apparent lack of community benefit from proposals, and access to planned Dollar Academy sports facilities for the community.
- Wish to work with Dollar Academy on improving sports provision and retaining Newfield as a sports/recreation area.

5.4 Education:

- Developer contributions will be required to mitigate the impacts of the developments on education provision.
- Position as at 2019 in respect of both developments together: NURSERY: No capacity in nursery, and contributions required to serve 60 nursery pupils. PRIMARY: Space for 10 additional pupil at Strathdevon PS. Estimated 190 pupils from developments. SECONDARY: Current requirement for 22 pupils at Alva Academy (All figures are subject to review based on details of house numbers and mix). The Council commissioned a design brief for an expanded Strathdevon PS in 2013.

The Council then agreed that the two applicants undertake an update of this brief in 2019. This was subsequently prepared by architects appointed by the developers and set out options for expansion of the school, but is yet to be costed. The options show potential shortfall in outdoor space.

- Subsequent to this, it was agreed that the Council would be prepared to have further joint options appraisal undertaken with NHS Forth Valley that also considered redevelopment of the Dollar Health Centre and school site together and creation of a new community campus, with possible retention of The Hive.

5.5 Historic Environment Scotland:

- No comments to make.

5.6 NHS Forth Valley:

- Dollar Health Centre does not currently have capacity to accommodate the additional patients from the proposed number of houses.
- The development may impinge on Dollar Health Centre.
- NHS Forth Valley fully support and recognise the importance of Developer Contributions in such circumstances. This will be a fundamental requirement to ensure that an efficient delivery of Primary Care Services is maintained within Dollar.
- NHS Forth Valley will work in collaboration with Clackmannanshire Council and other stakeholders to identify the level of financial payments and/or additional infrastructure provisions that will be required to maintain the delivery of this service.

5.7 Roads:

- Concern that Transport Assessment may under estimate travel impacts around Dollar, and mitigation measures are insufficient, such as promotion of sustainable transport, are unclear.
- A connecting road through the developments linking the A91 with B913 should be considered to connect developments and address traffic impacts on Lover's Loan and Park Place from Newfield development.
- Junction improvements are required at Devon Road/Bridge Street junction and to enhance the A977/B913 (Ramshorn junction).
- Contributions required towards improved public transport infrastructure in Dollar.
- The street environment in Bridge Street requires to be enhanced to facilitate and encourage non-car movement generated by the development, particularly as scope to provide additional town centre parking is very limited.

- Insufficient information has been provided on how Dollar Academy's proposed new sports campus will be accessed.
- Flooding comments: Agree with SEPA that groundwater flood risk requires to be assessed. Provision of surface water drainage infrastructure provides opportunity to address existing drainage problems in Dollar.
- **UPDATED RESPONSE:** Note that road crossing of Devon Way no longer proposed and a reduced amount of development in Newfield may be capable of being accessed from the existing road network, subject to a number of provisions in respect of traffic management, active travel improvements around Park Place/Lover's Loan and Bridge Street.

5.8 Scottish Water:

- No objections, however, water and foul drainage capacity cannot be confirmed and will require the developer to submit a Pre-development enquiry, should planning consent be granted.
- The Turret Water Treatment Works currently has capacity for 480-500 houses.
- Further assessment of the water distribution network in Dollar will be required. A flow and pressure test will be required to determine impact on existing infrastructure, including the service reservoir and pumping station at Dollarbank.
- Any required mitigation will be at the developer's expense.
- Dollar Waste Water Treatment Works (WWTW) does not have capacity to serve demand from 480-500 houses and a growth project will be required to provide additional capacity.
- Scottish Water is funded to instigate growth projects and provide additional capacity where 5 Growth Criteria are met, which include the grant of planning permission.
- Initial phases of development will be able to connect to the existing WWTW. A Strategic Drainage Impact Assessment is planned for Dollar, the outputs of which will be shared with the Council and applicants.
- The applicant must identify any conflicts with Scottish Water assets.
- Surface water discharge will not normally be accepted to combined sewers.
- **UPDDATE:** A capability treatment process assessment of the WwTW has now been carried out to assess the impact of projected growth in the catchment associated with the Dollar South masterplan proposals. It is understood that the outcome of the assessment was that the WwTW has adequate capacity to accommodate the proposed development. A potential population increase allowance of 875 was included as part of the assessment.

5.9 Scottish Natural Heritage:

- The two proposed developments could cumulatively overwhelm and dominate the town, its landscape setting and character. A masterplan and development briefs are required for the entire expansion area to ensure integrated and sustainable development.
- The indicative street layout fits well with the Dollar Community masterplan, however the scale and mass of edge of town housing could alter the southern edge of Dollar.
- The sports campus, including buildings and track/stand extend southwards into Greenbelt and their scale and mass may be too dominant in this location. There is opportunity to create a new gateway and a distinctive new southern edge to Dollar.
- No impact on Damhead Wood SSSI, to the south of the River Devon, is anticipated.

5.10 SEPA:

- Initial objection as further information required on flood risk.
- Further groundwater investigations should be undertaken due to possible high groundwater levels in certain locations. New development should avoid any areas of groundwater flood risk. Recommend that groundwater investigations are undertaken to ensure no increased flood risk to nearby receptors will occur and the development is adequately designed to mitigate this potential source of flooding.
- UPDATE: SEPA subsequently withdrew their objection, following submission of requested detailed flooding information from the applicant's hydrologist. It is stated finished floor levels will be raised 0.6m above the 1 in 200 year plus climate change and that infrastructure will be located away from the functional floodplain, which SEPA now accept.
- Subsequent to recent flooding events in the area, Dollar Community Council commissioned a report by a flooding consultant raising technical questions about SEPA's assessment of the information submitted with this application. This is the subject of ongoing dialogue with SEPA, however, SEPA have given no indication that they require to revise their consultation response.

5.11 Sportscotland:

- Newfield contains 3 grass pitches catering for rugby and football. The proposed development indicatively shows two rugby pitches, two hockey pitches, one football pitch and a running track.
- Dollar Academy should confirm access to new pitches for groups outside the school should be at least the same as for existing pitches, and confirm phasing of delivery of pitches.

- To ensure new pitches are delivered timeously, and to sufficient quality, planning conditions are proposed in respect of the standard of construction and that they will be available within one year of commencement of development.

6.0 Publicity & Representations

6.1 A total of 51No. neighbouring properties were notified of the application. The application was also advertised in the local press. In response, there have been 281 separate contributors to the application, with 268 of these objecting to the application, 12 representations and one letter of support. In total 417 separate representations have been received.

6.2 All neighbours and those having made representations re-notified in February 2020, when the masterplan proposals were revised to include a road link across the Devon Way from Dollarfield East to Newfield. Just under half of the total number of representations received were submitted following this re-notification.

6.3 The representations cover a large number of topics, which cannot be fully summarised in this report, but key areas of objection are:

- Concern at loss of open space at Newfield to development. Newfield is the green hub of the village and should be retained/ no or only limited development on Newfield should be allowed.
- The development should support a community growth fund.
- Park Place/Lovers Loan and their junctions with A91 can't cope with more traffic.
- Transport Assessment is inadequate in addressing parking and congestion in town centre/not realistic about people not using cars for short journeys and underestimates traffic impact of Newfield development.
- Inadequate public transport to serve development/better public transport services required.
- Newfield development will create traffic congestion/road safety issues around school.
- Are SUDs proposals adequate? Will they be maintained properly?
- Harviestoun proposals must be considered at same time.
- The proposals do not reflect the community masterplan.
- Is there space required for Strathdevon PS and Health Centre to expand, and concern about loss of The Hive
- Concerns about flood risk to existing and proposed developments.
- The Devon Way should be lit and maintained eg winter gritting, and better active travel routes are required.

- The LDP states 350/360 houses only. This proposal alone is for 300 houses and represents over-development.
- Impact of this number of houses over a short time period will affect character of Dollar and put a strain on existing infrastructure/services
- Drainage system can't cope and will need upgraded.
- The development will detrimentally impact on Lower Mains residents, due to the density of development proposed.
- The Dollar Academy sports village will not benefit locals/Questions over commitment to local access to new sports facilities.
- Concerns about flood risk to proposed and existing houses following recent flood events.
- Objection to proposal for link road crossing Devon Way affecting safety and enjoyment of this traffic free route.

7.0 Summary

- 7.1 This provides a summary of the planning application and responses to it from consultees and those who have made representations.
- 7.2 This should be used to inform discussions and questions at the PDH.
- 7.3 The Planning service will consider all matters raised and discussed at the PDH and continue to finalise the assessment of this planning application before presenting a recommendation to a future Planning Committee for determination.

8.0 Resource Implications

8.1 Financial Details

The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

Finance have been consulted and have agreed the financial implications as set out in the report. Yes

8.2 Staffing

9.0 Exempt Reports

Is this report exempt? Yes (please detail the reasons for exemption below) No

10.0 Declarations

10.1 The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities** (Please double click on the check box)

Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all

Our families; children and young people will have the best possible start in life

Women and girls will be confident and aspirational, and achieve their full potential

Our communities will be resilient and empowered so that they can thrive and flourish

(2) **Council Policies** (Please detail)

11.0 Equalities Impact

11.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?

Yes No

12.0 Legality

12.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

13.0 Appendices

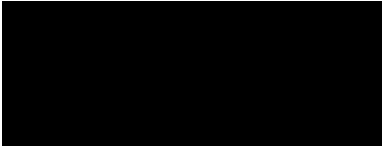
13.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

14.0 Background Papers

14.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes (please list the documents below) No

Author(s)

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Approved by

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295500

296000

296500



Legend

Application site boundary

18/00283/PPP – Land South Of Dollar, Dollar

Mixed Use Development Comprising Residential, Employment, Commercial and Community Uses, Sports Hall, Sports Pitches And Running Track, Including Associated Landscaping And Supporting Infrastructure On Agricultural Land And Playing Fields



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Ward: Clackmannanshire East
0 20 40 60 80 100 metres

OS Grid Ref: NS961975

Scale: 1:5,000

Date:
17 Sep 2020

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